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ABSTRACT

The prospect of 1.7 million surplus teachers in the next 12 years is affecting policy at every level, and a recent survey of teacher education institutions shows that many are cutting back or dissolving their programs. There are three reasons for not taking such a course of action: a) there is a possibility of revenue sharing, probably in the area of special education; b) state 1202 commissions may have power with respect to the definition of what the roles and tasks of the teacher education institutions are; and c) there will probably be a small amount of targeted federal work out of the National Institute of Education, the Foundation for the Improvement of Secondary Education, and the Office of Education. Federal funds may be merged to make a special revenue sharing authority, and teacher training done under this authority will have to be via some kind of contract through state education agencies (SEAs) or local education agencies (LEAs). To plan realistically for this possibility, the SEAs and LEAs will have to consult with the 1202 or state higher education planning commissions if they expect to use higher education resources. Targeted federal work will include several areas: a) further serious study of present accreditation practices; b) the credentialling of teachers; and c) better recruitment and counseling for teachers and better counseling for teachers who are in-service; and d) clinical schools. (HMD)

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# NEW POSSIBLE FEDERAL ROLES AND RELATIONS FOR LARGE INSTITUTIONS

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It would be appropriate for people in teacher education to be in despair. The prospect of 1.7 million surplus teachers appearing in the next twelve years is affecting policy at every level. The Study Commission on Undergraduate Education and the Education of Teachers has written to most institutions in the country which educate teachers; we have received, from a variety of those institutions, an indication that the institution is no longer training teachers (because the state planning commission has told it not to train teachers any more) or that the teacher education program has been cut back because the number of teacher education candidates is diminishing. The pressure of the surplus is going to become much more intense if the colleges assume for themselves the position that they have assumed for the last decade. The 1202 commissions which may come into existence, the state higher education planning commissions which are in existence, are going to have at their disposal sophisticated manpower information systems which may mean more cutbacks for Colleges of Education. The federal picture also appears bleak. Practically all categorical aid programs have been cancelled. One may almost have a sense of beaches piled high with the wreckage of former federal programs. There are, I think, three signs of hope. First, the possibility is that there will be revenue sharing of some sort, probably special educational revenue sharing. Second, if Congress has its way, the state 1202 commissions will have power with respect to the allocation of funds for post-secondary education, including power over teacher education--the definition of what the roles and tasks of teacher education colleges are. They could become a useful support system. Finally, there will probably be a small amount of targeted federal work out of the National Institute for Education, the Foundation for the Improvement of Post-Secondary Education, or OE.

Let me go back and try to give you some sense of what I think is going to happen in each of three areas which I mentioned (that is the revenue-sharing area, the state-planning area, and the federal-targeted areas).

## I. and II. Revenue Sharing and State Planning

Elliot Richardson's last statements as secretary of HEW may be heeded; whatever the program is called--whether MEGA or the Better

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Schools Act--federal funds may be merged to make a special revenue-sharing authority. They also may not be merged. If higher education is interested in protecting its interests, it ought to be prepared for the possibility of special revenue sharing by looking at the relationship between what is being proposed for revenue sharing and what is happening in the state management systems and related higher education commissions. The teacher training done under revenue sharing will have to be through some kind of contract out of LEA's or SEA's. However, the state agencies and the LEA's cannot plan realistically without some consultation with the 1202 or state higher education planning commissions if they expect to use higher education resources.

What will be crucial at the state level, as the new revenue-sharing and planning systems are developed, may be the form of the state management and manpower information systems. Conventional systems being developed, through NCHEMS or HEGIS, will not treat teacher education particularly well if their formats are not changed. Theoretically, for instance, the NCHEMS system for higher education management will cost out all of the costs of programs, program by program. However, whereas HEGIS and NCHEMS both have had pretty good schedules for determining what the cost of a clinical hospital is, the schedules for determining the cost of field work and of training schools for the education of teachers are much less well developed. The Study Commission, in working on the NCHEMS people and the National Center for Educational Statistics people, is endeavoring to develop a management information system or some section of a management-and-manpower information system which will take cognizance of the problems facing people working with education personnel training.

The new management systems could destroy rather than facilitate change. They are almost entirely based on a credit-hour system. However, the notion of a credit-hour base may be a metaphor or it may be the central message of the system. If it is simply a metaphor, then the fact of metaphor may not make much difference to the development of new educational formats unless a state legislator begins to look at information developed and to ask questions about the metaphors, insisting that credit hours reported correspond to clock hours spent by students behind desks. Experimental education and field-based education tend to suffer under systems which evaluate productivity in numerical language games unless the issues of how they are going to be represented numerically, what the numerical metaphors are, are negotiated out prior to the installation of the systems.[1]

Again, planning commissions could work to exclude rather than to include the publics which federal teacher education policy has, in recent years, made a purpose to include. The 1202 commissions are supposed to have minorities and women on them. But the roles which minorities and

women will have are not at all clearly spelled out, nor are the proportions of new people specified. The way in which the planning process is supposed to go ahead--the extent to which local communities are supposed to be consulted--is not delineated as yet. Who regulates the manpower-and-management systems will determine what they say as to the number of teachers needed in the state. Will state management-and-manpower people or the 1202 people consult with school principals? Will they consult with central curriculum headquarters in the school systems? Or will they consult with grassroots community organizations, with other human services organizations, and with parents and students? If they consult "the profession," they will find out who is needed to fill role stereotypes in the education professions. If they consult the clients, they will find out who is needed in terms of services perceived as needed by the client.

It is interesting to speculate what kinds of educational personnel would be announced as <u>needed in America</u> were we to develop client-oriented manpower assessments. I would guess that there would be an indication of need for community-building teachers, combining the skills of street workers, classroom teachers, and community organizers--"teachers" who know the folkways and mores of the community, its political structures, backward and forward. There would be pressure that the teacher know the child's language, his gestural and kinesic style. (Six million of America's 41 million school children face teachers who are not culture-bearers of their own culture and who do not speak the first dialect or language of the home. Many more descendants of eastern European ethnics face teachers who do not share their religion, values, or home language. Neither the teacher nor the student can function with full competence if deep dialectal or linguistic or gestural dissimilarities exist between them.) As people in industry, the vocations, and the community come to define what sorts of people are needed, there would be pressure for higher education to assist in developing teachers for industry, for the allied health professions and for human services; for teachers who can assist in problem solving in the community, in community therapy, and in community planning.[2] All of this may involve taking away power from the professional teacher education, a new sharing of it with the field. It may also mean that the public will decide it needs <u>many more teachers of a new kind</u> and so "solve" part of the "surplus" problem.

The regionalization of educational policy may make the neighborhood and its school (including parents) the agency in the community which makes a real assessment of what the community is, what adult skills are needed in it, and how children can best be moved from childhood to competent adulthood in it. Past Americans have emphasized the development of "general competencies" and "a national culture." They have developed people "everywhere mildly competent and nowhere really at home." In countering

this trend, the higher education planning, or the 1202, commissions may phase out some institutions or their teacher education segments. They may ask other institutions to adopt differentiated missions for themselves so that if one institution in a state trains administrators for alienated suburban communities, another does human resources education for Chicano communities. Higher education planning may also increasingly fix responsibility for the quality of education provided a particular area surrounding the higher education institution on that institution and its set of related school systems.

The Study Commission has been working with the National Center for Education Systems on a plan for state manpower systems which would give, to 1202 or state planning commissions, a more workable instrument for assessing needs and allocating resources for reform. If the proposed plan is adopted, this could be a time of greater creativity for higher education--particulary for Schools of Education--as they respond to the problems they face. They need tools. In the age of management, they may not be able to respond well without appropriate management tools.[3]

## III. Targeted Work

Targeted federal work does not involve categorical aid. It will be developed through three agencies: the National Institute of Education, the Foundation for Post-Secondary Education, and certain special programs funded through the Center for Career Education. Targeted work will include several areas:

(A) Further serious study of present accreditation practices: The NIE legal guidelines ask for research on the appropriate locus of the governing of the educational process, on the effect of hidden or submerged educational power structures, and on legal problems inherent in the creating of new institutions. If you put those three rubrics together with what the Newman Commission has been saying about the accreditation of institutions of higher education, the direction is clear. The Post-Secondary guidelines also speak of innovations and reforms in the accreditation of institutions and the examining and certifying of individuals. (You may also have observed that the Brookings Institute has recently been funded to do a major national assessment of accreditation, which includes some study of the accreditation of teacher education institutions.)

(B) The credentialling of teachers: The Griggs vs. Duke Power case, the Mercado and Chance vs. the City of New York case,

and a series of other court cases with respect to credentialling in other professions have raised nationally the possibility that credentialling as practiced now may not measure up to the law's demand--specifically, the credentialling requirements which exist may constitute non-job specific impediments to the holding of a job. Two other court decisions will be increasingly important in credentialling arguments: the Yoder case decision in Wisconsin and the Miccosukee case decision in Florida both say that children from "outsider's" cultures do not have to attend the public schools after a certain age. In these opinions, the schools are viewed implicitly as "culture-destroying agencies." Perhaps more important, the notion of a legitimate teacher is redefined to mean somebody who can bring a child from childhood to competent adulthood in a specific cultural matrix. Both cases further implicitly deny the argument that there is a universal "professional quality" which can be acquired in higher education which makes one everywhere a competent teacher. If one puts this position together with the Griggs decision, one has the basis for interesting shifts in the credential law defining who can be a "teacher."

A third set of important decisions are those having to do with the rights of students and declaring students to be human beings having the rights of citizens: the Tinker and Tinker case in Des Moines, which gave students the right to wear the insignia of protest in the schools, and the Horace Mann Insurance Company case, which denied the rights of school officials to impose on students excessive physical punishment. As a consequence of these decisions, credentialling law may have to come to ask: Can a teacher trained in X or Y institution relate to a culture and do so in such a way as not to have to resort to the denial of rights or excessive physical punishment?

If, as a consequence of Mercado and Chance and other cases, accreditation (attached to credentialling) ceases to be a legal tool determining job control, then it will also cease to be a threat to institutions which must, perforce, be concerned about jobs for their graduates. Accreditation in this new context can then, perhaps, be developed as an institution-building process.

Credentialling is increasingly becoming competency based; the real issue now is: Who is going to define the competency and how? The Yoder and Miccosukee cases suggest that the client ought to be deeply involved with the definition of what constitutes a competent human service agent. The sort of broad conception

of competency that the Vermont program sets forth is perhaps more cogent than the conception of competency fashionable now, a conception which tends to restrict competency to behaviors emitted in a classroom and recorded through "behavior counting" analyses of videotapes. Indeed, the definition of a teacher may well change as a consequence of credentialling thrusts and legal thrusts. The adult of competence in X, Y, or Z community--and the community has to be specified; otherwise the competency doesn't mean anything--will be the person admitted as a teacher.

(C) The form of federal grants: The federal government increasingly is seeing that "soft money" and "temporary systems projects" are not effective. All too often the federal government has said, "We will give you money for one year, but we may not give it to you the next year." The state legislature, at the same time, has said, "We give hard money for permanent structures." In such a situation little change occurs. As long as the hard money logic prevails in state legislatures, and as long as a soft money logic prevails in the making of the federal commitment, federal money is not going to affect what happens to local institutions. But if state funds are directed toward temporary systems such as Mr. Case described, and if federal money requires an equal commitment to its goals up through the top-level governance boards of the institutions, federal money may come to have as much force as state money. Federal money should be given to an institution because of what it has done, what its definition of future institutional mission is in relationship to a specified client audience; and it should be given only as "temporarily" or as "permanently" as state money is given by the legislature.[4]

(D) Specific targets: The institutional targets of the new federal grants are likely to be:

(1) Better recruitment and counselling for teachers and better counselling for teachers who are in service. According to Henry Hector's study of teacher effectiveness, teachers improve in effectiveness across the first five years of their period on a job. After that their careers tend to be one long downhill run. That situation can be remedied by counselling, by the reforming and restructuring of the schools, and by the changing of teachers' conventional career patterns to encourage some teachers to seek other vocations or to move through several community jobs as part of making themselves new and welding together community and

school.

(2) Institutions which have a sense of mission. The mission must be an institution-wide mission in the area of the education of teachers. Part of this will have to do with bringing the arts and sciences and education together. For all the federal money that has been poured into that, these two sides of higher education are still going on their merry ways doing what they please. Now these two agencies or higher education must look at how they can work together in the field to serve the community. The kinds of institutions likely to get support are institutions that have narrow, specific sorts of missions, a specific constituency to which they answer: e.g. Sinte Gleska in South Dakota. Some money ought perhaps to go into experimenting with breaking up the multiversity and also into using modern communication systems, faculty in the field, and extension agent models to see if higher education can immerse itself in the community and deliver a better product.

What is meant by "sense of mission" and the "human scale" is defined by the Foundation for Post-Secondary guidelines. The Foundation will support:

---missions which capitalize on the availability of new resources--be these talented individuals, industrial or cultural facilities, community groups and organizations, or whatever--and bring these resources into active play in the provision of post-secondary education

---missions which provide certain educational functions--such as counselling, examining, credentialling--in new ways which open up new possibilities for individuals and new settings within which learning can occur.

---missions based on new concepts of what can be learned when, such as missions to provide professional education to young people entering post-secondary education, or liberal education well along in their careers.

---missions based on new concepts of learning communities--such as cross-generational communities--and new ways of relating these communities to the educational purposes being sought.

---missions which capitalize on the significance of community life and traditions, so that post-secondary education can strengthen distinctive communities, and community values and settings can reinforce the purposes of the educational process.

(3) The clinical school (the "portal school," the "Lighthouse school" and the teacher cooperative--institutions designed to educate and re-educate the community teacher). The development of clinical schools or their analogy may come out of federal targeted funds. These schools will train and retrain reforming teachers. They will also feed them into other schools ready for reform and support them. Some work of like kind will undoubtedly go ahead under state or "revenue sharing funds," particularly under the mandates of the Ryan Bill in California and the Fleishmann Commission report (Ch. 13) in New York.[5] It is clear that many of the rubrics under which NIE is funding "research in education" are research rubrics which would contribute to the development of community training and retraining centers for teachers. In a similar vein, the Foundation for the Improvement of Post-Secondary Education is emphasizing institutions which combine "field-learning and theory." Newman II appears to be emphasizing combinations of "education and human service schools," a combination which will be covered in the development of the new types of schools or "places" for educating and re-educating teachers.

The new federal policy should be a detribalized policy, centered in improving education's relation to the human communities surrounding education's walls. It should emphasize the "community" disciplines: sociology, anthropology, political sciences, economics, law. It ought to emphasize the human-scale, the culture-based, and the open. Breughel's village squares are open and are places of profound education. I am hopeful that we may be able to do as well in the next few years. In any case, despair is not the only appropriate emotion.

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[1]Ludwig Wittgenstein, Philosophical Investigations, for treatments of this issue.

[2]Cf. Leo Shapiro, The Supply and Demand of Teachers and Teaching, available from the Study Commission, University of Nebraska, Lincoln.

[3]A proposal for a reformed management system is available by writing to the Study Commission, Andrews 338, University of Nebraska.

[4]Cf. Lew Pino, Nothing But Praise: Thoughts on the Ties Between the Federal Government and Higher Education, available from the Study Commission, Andrews 338, University of Nebraska, Lincoln, Nebraska

[5]Cf. The Fleischmann Report, available from the New York State Department of Education.